DOCUMENT RESUME

ED 260 630 HE 018 619

AUTHOR	Rosenbaum, Allan
TITLE	Public Service Internships and Education in Public Affairs: Administrative Issues and Problems.
INSTITUTION	National Society for Internships and Experiential Education, Raleigh, NC.
SPONS AGENCY	Ford Foundation, New York, N.Y.
PUB DATE	Apr 76
NOTE	52p.; Institution formerly named National Center for Public Service Internship Programs. For related documents, see HE 018 617-635. Document contains small print.
PUB TYPE	Guides - Non-Classroom Use (055) -- Reports - Descriptive (141)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Case Studies; College Credits; *College Programs; College Students; Departments; Eligibility; *Experiential Learning; Financial Needs; Higher Education; *Internship Programs; Models; *Political Science; *Program Administration; *Public Affairs Education; Public Agencies; Student Evaluation
IDENTIFIERS	City University of New York; *Public Service; University of Connecticut Storrs; University of Massachusetts Amherst; University of Massachusetts Boston; University of Wisconsin LaCrosse; University of Wisconsin Madison

ABSTRACT

College internship programs in a political science curriculum are discussed. After considering the perspectives of the university, students, faculty, and the government agency that serves as the learning site, a description is given of college internship programs that illustrate a variety of approaches at the following institutions: University of Massachusetts, Amherst; University of Massachusetts, Boston; University of Connecticut, Storrs; City University of New York; University of Wisconsin, LaCrosse; and University of Wisconsin, Madison. Problems and issues in internship program management are also considered, with attention given to the nature of the internship experience, eligibility for intern participation, time length and amount of academic credit, when to be an intern and the type of placement, compensation and student financial needs; supervision of the internship experience, classroom activity and academic evaluation, and faculty time involvement and departmental recognition for internship activity. Included are recommendations concerning the role of internships in the political science curriculum and the structure of a model internship program. (SW)

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PUBLIC SERVICE INTERNSHIPS AND EDUCATION IN PUBLIC AFFAIRS: ADMINISTRATIVE ISSUES AND PROBLEMS

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Public Service Internships and Education in Public Affairs:

Administrative Issues and Problems

Allan Rosenbaum
Department of Political Science
University of Connecticut

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THIS PUBLICATION HAS BEEN PREPARED WITH THE SUPPORT OF THE FORD FOUNDATION
April 1976

INTRODUCTION

It is now quite apparent that the extraordinary decline in student activism on the nation's campuses during the past few years has been accompanied by a revival of undergraduate interest in "career" related concerns. During this same period American higher education has also witnessed a growing, and now quite substantial, degree of student involvement in public service internship activities. While this expanding interest in internship activity is no doubt but one of many by-products of a general change in student attitudes, there are certainly other factors that have contributed to it. Not the least of which is the presumption that, in a tight economy, internship experience may give one a real advantage in securing employment.

In fact however, expanded undergraduate interest in internships really represents only the most recent step in a process by which such activity has over several decades come to be not only very popular with students, but also increasingly accepted as an academically respectable educational technique as well. Most assuredly the now widespread use of internships for graduate education in public administration, a development that goes back at least as far as the thirties, has contributed to this contemporary acceptance.[1] Particularly important in this regard was the early use of course credit internships in the academic curriculum for professional training programs for city managers.[2]

No doubt the general acclaim received by the numerous Ford Foundation sponsored State Legislative Internship Programs has also been a related factor. The lesson of such programs has been that student interns not only gained an understanding of legislatures and how to serve effectively as legislative staff, but, as a consequence of their presence, very important contributions were made in terms of raising the caliber of the on-going activity of these governmental bodies. Likewise the success during the early and mid-sixties (at least from the point of view of the student participants) of programs like the Peace Corps and the various domestic volunteer service activities also contributed to the present interest in internships. These programs not only demonstrated the potential value of, but also encouraged the notion of carrying the learning process beyond the normal boundaries of the campus.

Despite the quite remarkable growth of both student and institutional interest in internship programs, there is still comparatively little hard information about such basic questions as how best to organize such activity or its consequences in terms of educational benefits. The fact is that while a lot has been written about internships, too much of it is limited to public relations type descriptions seemingly borrowed from the annual reports published by program directors.[3] Recently this has begun to be supplemented however by a slightly more dispassionate body of observational literature that does provide some informed discussion about various intern related matters. For the most part however, this is a literature that is still almost entirely dependent upon the more or less impressionistic accounts of individuals who have at one or another point in their careers, been connected with the programs about which they write as either student participants or administrators. This in turn has meant that while there is certainly some shrewd and insightful commentary about such questions as

the most suitable administrative arrangements for operating internship programs, what ought to be in the accompanying academic requirements, or the many other issues that immediately confront anyone who is interested in internships, there is nevertheless almost a total absence of objective, empirically validated data regarding such matters. That this is the case perhaps ought not to be very surprising. It does after all appear that political scientists in particular and academicians in general know a great deal more about the teaching of it.

Unfortunately this report is only partially of such a character as to be able to alter these circumstances. I have not in this effort been able to engage in the costly processes of systematic data gathering on a large scale that would be necessary to build a solid foundation of empirical knowledge which those who are interested in the development of internship activity might depend with a high degree of certainty in the establishment of new programs. Nevertheless I have sought to pursue what is perhaps the next best strategy under the circumstances-- that being to seek out a number of individuals who have been involved for some time in the operation of successful internship programs around the country. Some of the results of this effort will be seen at length in this study where I have described a few such programs in detail.

Although many of the conclusions drawn and the suggestions made in the text are based upon visits to these programs, this is by no means the only source upon which I have depended in the preparation of this report. I have also talked to numerous other individuals involved in the running of internship programs at some length via the telephone, at conferences and the like -- not to mention having read extensively in the literature of the field, including many of the reports published by internship programs in operation across the country.

Much of what is subsequently to be found in this report has been influenced by my considerable personal experience with internship activities. My experiences began when I served as an intern with the State of Illinois' Legislative Internship Program. I was later to become a faculty member at the University of Wisconsin at Madison, where I directed a program of undergraduate internships with the Wisconsin Legislature. At the present time, I am a faculty member at the University of Connecticut in Storrs, where I coordinate a program which takes in the entire range of internship experiences.

My initial involvement in the specific undertaking that led to the preparation of this report began in the summer of 1974 when, supported by funding from the Chancellor's Fund for Innovative Education at the University of Wisconsin, Madison, I set about the task of preparing a modest study of internship alternatives that might be developed by the political science department at that institution. Upon completing that effort in the Fall of 1974, I was persuaded to continue work on this project for a number of reasons. First, what was then true at Madison, is, it seems, also true at many other places -- there is much interest among students for programs of this type. Hence there is a need at the departmental and institutional level for information about how to develop and administer such activities. Second, and more important, as I looked at what turned out to be a larger body of information about such

programs than I had first imagined to have existed, it occured to me that most intern activity tended to be forced in one of two directions, neither of which I personally felt to be fully adequate in educational terms.

In practice, many internships tended to be either extremely vocationally oriented in the sense of their being used primarily as a means to give students the experience of being a professional public employee; or alternatively, they served as vehicles for what might be characterized as "encountering reality." The latter approach being one that not only downplayed but in all too many instances almost totally rejected traditional academic norms in favor of bringing the student into "contact with reality" -- the presumption of course being that "reality" (however defined) had been irrelevant to prior education. In thinking about such matters it seemed to me that both approaches tended in varying degrees to overlook what I judged to be in the end the most important purpose of the internship experience -- specifically to complement and enlarge upon the student's classroom education rather than to try to be something that in going beyond it in a sense also rejects it. Hence my purpose in this project has involved more than simply the preparation of a how-to-do-it handbook for those looking to organize or reorganize intern programs. Rather, it is to try to influence the manner in which students are educated in political science and public affairs by shaping the way internships are used in the process of their education.

In the course of preparing this study, I have incurred numerous debts to people all across the country who have voluntarily subjected themselved to my endless questioning regarding the nature and shape of the internship programs with which they are or had been associated. Marjory Schiller, Assistant to the President of the Senate, State of Massachusetts; Sheilah R. Koeppen, American Political Science Association; Jerome Melieur, University of Massachusetts, Amherst; and Betty Seaver, The University of Connecticut, have all been especially helpful in diverse ways. I am particularly indebted to David W. Tarr, who as Chairperson of the Political Science Department at the University of Wisconsin, Madison, not only shared ideas with me but was instrumental in obtaining the funds from the University of Wisconsin Research Foundation that made possible the initiation of this project. Subsequently The University of Connecticut's Graduate Research Foundation and Institute of Urban Research made possible the assistance that led to the project's completion. Ultimately there are three persons to whom I am most indebted: Jack Isakoff of Southern Illinois University, who a decade ago encouraged me to become an intern with the Illinois Legislature; Samuel K. Grove, who as the then Director of the Illinois Legislative Intern Program greatly affected my attitudes about such matters; and, of course, as always, Judith M. Rosenbaum, critic, research associate, and compatriot.

SECTION I

THE CASE FOR INTERNSHIPS

In considering the case for the utilization of internship programs in a political science curriculum, it is necessary to preface any such discussion by pointing out that their use still provokes a modest amount of controversy among at least some academicians. Critics of intern programs will frequently contend that internships serve to undermine the traditional intellectual enterprise by providing "cheap credits" for "non-intellectual" endeavors. In addition, opponents of these programs have also argued that they can prove very detrimental to relations between a university and the public agencies with which it must deal.

In contrast, some of their more avid supporters reply to such criticism by arguing not only that internships are the academic wave of the future in higher education, but that those who criticize them are fearful that students will find them both more interesting and more beneficial than traditional classroom activities. Indeed these enthusiasts will suggest that it is only in bringing the student into contact with the "real world" through an internship experience that one can hope to bridge the vast and seemingly insurmountable gap between "theory" and "reality." Thus internships are, it is argued, opposed because they threaten traditional conceptions of higher education by pointing up the inadequancies of most classroom activity.

As is sometimes the case in academic dialogues of this sort, common sense seems to dictate that a position somewhere in between comes closest to approaching reality. Quite obviously under certain circumstances, most notably without adequate academic controls and supervision, certain types of internships can be and are used as sources of easy credit by enterprising undergraduates. For example, it is not unlikely that internships such as those undertaken through the Federally sponsored University Year for Action Program (in which all participating schools are required to provide a full year of academic credit to the student who spends the entire academic year working with either a community organization or a public agency) serve for some students as simply a vehicle by which they can acquire a large amount of credits in a comparatively un-demanding (at least academically) manner. This is of course not to say that some courses within a university curriculum will not serve similar functions. Nor is it to suggest that the work and experience involved in such a program might not be of very real value and perhaps in the end for many if not most students, of as much utility as the traditional course-work that is lost through participation in these year-long internships. Rather it is to suggest that awarding one fourth of the credit required for an undergraduate degree for such activity is often likely to be incompatible with the academic goals and purposes of many if not most institutions of higher education.

All of which is perhaps to indicate the obvious -- internships can be and have been both used and abused, as seems to be the case with virtually every other educational technique yet devised. Indeed, despite their many attributes, internships cannot, nor should they, serve as substitutes for the traditional classroom learning experience. What they can do it seems, is to supplement one's classroom education by providing what is essentially a kind of laboratory experience that may, if all goes well, enable the student

to obtain both a deeper and broader understanding of the phenomena that concerns them.

In making the case for the widespread utilization of internships in a political science program, it is useful to point out that one of the more attractive features of such activity is that in the course of carrying the learning process beyond the traditional boundaries of the classroom, one of necessity increases the number of participants in the process of education (and presumably the number of beneficiaries as well). In this respect then, it will be of value to look at each of the specific participants in the internship process. By proceeding in such a fashion, one may better recognize the many very real benefits that can be derived from internship activity. Quite clearly it is appropriate to begin such an effort with the individual that is most central to the internship process -- the student.

The Student's Perspective

One aspect of the internship experience about which there is no dearth of written commentary is the matter of the benefits that can be obtained by those students who participate in this activity. The multitudinous array of benefits that has been attributed to internship participation might be characterized as ranging from the obvious and the pragmatic to the more esoteric. Included among the claims that are frequently made on behalf of internships are a variety of benefits that involve such matters as enhanced maturity, greater self confidence, and increased skill in interpersonal relations. While there is no doubt that a good internship could quite conceivably benefit a student in such ways, it seems somewhat beside the point to try to defend them on these grounds (even if there were any real evidence to substantiate such claims). Political science departments are after all in the business of educating students; not in providing for their socialization into adult society. Rather more to the point is a variety of educational benefits that have also been claimed to be a product of the intern experience. A listing of these would at a minimum include the following:

1. the encouragement of greater understanding of and interest in (and perhaps subsequently further participation in) the activities and operations of government in general, and in particular that aspect of government in which the students will have served as an intern;
2. providing the student with a means to observe in very considerable detail the operating processes of a particular governmental agency or political institution;
3. providing the student with an opportunity to undertake extended research into the operations of a particular area of government and/or of public policy; and finally,
4. providing the student with the opportunity to gain that unique kind of knowledge and understanding that comes only from those comparatively rare situations in which it is feasible to directly explore the relationship of "theory" and "practice."

In seeking to assess the accuracy of such claims on behalf of student participation in internships one is again confronted with the unhappy realization of just how little hard data there is about either the operation or the consequences of such programs. While that which is available lends support to such a conclusion, there is nevertheless only minimal empirically verifiable evidence as to whether students who have participated in internships better understand the complexities of contemporary American government and

indicates that these are considerations which are by no means irrelevant for undergraduates as well.

The Faculty Perspective

Quite obviously faculty involvement (as coordinator, sponsor, or advisor) in internship activity is not only time consuming but upon occasion exasperating as well. For example, the task of placing twenty-five interns in positions with state legislators may well require the better part of five or six days devoted almost entirely to making telephone calls. That such activity is likely to be perceived as time consuming and unrewarding is hardly surprising. Nevertheless taken on the whole, faculty involvement in internship activity can also prove to be both an interesting as well as a rewarding experience. In the first place the highly personalized contact involved in supervising student interns, as well as the experience of participation in the somewhat unorthodox seminar that frequently accompanies a program, can serve to provide the faculty member with an opportunity to engage in various types of pedagogical activity that are often not possible in more traditional course arrangements.

Moreover even the seemingly onerous placement activity had its own benefits. To begin with the making of these contacts can provide the faculty member with a most important means to learn more about the operation of the involved government and its various agencies. Likewise the conversational interchange that will develop between the faculty member and the public officials and government professionals with whom they deal in the course of placement activity will frequently prove to be highly stimulating in and of itself. In addition the contacts established in this fashion will often serve to provide the faculty member with a variety of opportunities to pusue other types of relationships (advising, testifying, consulting and the like) with the governmental bodies that have been dealt with in the placement process. Finally, the friendships and acquaintances that have been gained through placement activity can subsequently be utilized to facilitate one's own research activity.

The Government Agency Perspective

Obviously there are both costs and benefits for agencies and/or legislators who agree to provide opportunities for students to intern. There can be no denying that it requires a commitment of both time and effort to prepare interns to work effectively within an agency or to deal knowledgeably with a particular area of policy. The result is that some government professionals are reluctant to take on interns because of the time and effort that is necessary for supervision. This especially is the case when the internship activity is of short duration or alternatively, on a part time basis.

Nevertheless, while there are some costs, there are also some important benefits that those individuals and agencies who take on interns obtain as a consequence of their commitment. Obviously one of the most important of these is that participation in such programs allows the agency or the legislator to obtain assistance which is frequently quite good (and unfortunately in a very few instances not so good) at either bargain rates or often at no direct financial costs whatsoever. This personnel may be used to develop a specific project or to analyze a particular policy problem that requires only a short-term time commitment (and consequently for which it is often not feasible to

utilize the services of a regular staff member). Thus interns frequently provide the means by which those projects that an agency or legislator might have wanted to get done for some time but simply did not have either the time or the proper manpower to carry out can be accomplished. Furthermore as a newcomer to the system in which he or she finds themselves, the intern will often be in a position to provide a fresh perspective upon the topic of concern -- an occurrence which will frequently be most helpful to those for whom the intern is working.

In addition, much as the internship experience can serve a number of purposes for the student seeking employment, so too can it serve several purposes for the agency or legislator that is seeking to hire new staff personnel. The internship can for example provide a means by which an agency or a legislator may take a close look, over a considerable period of time, at a particular individual. Moreover in so doing, the prospective employer also gets a head start in the process of training the person whom it may subsequently employ. And of course this takes place under circumstances in which no commitment is required from either of the parties that are involved. Moreover in the pursuing of such activity, the agency is able to take pride in the fact that it is performing a public service by aiding the academic community in the education of future citizens and public servants. Thus in yet one more way, the agency that cooperates in an internship program is in reality helping itself. A fact which is undoubtedly one of the reasons why agencies and legislators usually are most receptive to working with a school in providing internship opportunities.

The University Perspective

A well developed internship program can provide a variety of benefits -- some obvious and others not so obvious -- for the university, both public and private, which is supporting it. Quite obviously public universities are dependent upon financial support from their sponsoring governments. At the same time private institutions are dependent upon support from local business and civic interest. Thus it is in the interest of these institutions to maintain a positive image with both local civic leaders and public officials. Involvement in internship activity has in the past proven to be one way in which this can be done. First, by bringing students and faculty into more direct contact with policymakers, internships help to eliminate the all too often stereotypical, not to mention unfavorable, images that some public and private officials frequently hold about both students and faculty. Indeed much experience has demonstrated that such contact almost always serves as an important step in promoting the kind of interaction and understanding that produces a set of new and more positive images at both ends of these relationships.

This is not of course to suggest that internship programs are without a few risks. Certainly in this respect, just as an agency administrator or a legislator can have a happy experience with a student intern, so too can they have an unhappy one. Interns, like professional staff, can upon occasion act foolishly, irresponsibly or even deviously and when this occurs in the office of a public official the result can be embarrassing. Nevertheless it is quite evident from past experience at Madison (and just about everywhere else) that occurrences of this type are few and far between. For example, of the 120 plus students that were sent to work with legislators in Madison over a three year period, only two instances of even minor disputes between legislator and student

occurred and these caused little or no real difficulty to those involved. In contrast it ought to be noted that each semester anywhere from three to a dozen unsolicited letters and calls were received from legislators expressing very considerable enthusiasm, not to mention gratitude, for the intern that had been assigned to them. Moreover, discussions with other intern supervisors indicate that experiences of this type are quite commonplace among those involved in these programs.

SECTION II

REVIEW OF SELECTED INTERNSHIP PROGRAM ACTIVITIES

While many colleges and universities operate some form of internship activity, most such programs are fairly ad hoc in nature, having frequently evolved spontaneously in response to the initiative and interests of a particular faculty member or a group of students. In a very few instances however, institutions have attempted to develop internship experiences which are closely integrated into the general academic curriculum. In this section of this report, I shall examine several different types of internship programs, in operation at a variety of different institutions, some of which have devoted considerable planning, effort and resources to them. In large part the programs examined here have been chosen because they represent notable examples of the variation in type and style of internship activity that is to be found around the country.

The University of Massachusetts

It is appropriate to begin a discussion of internship activities occurring at universities across the country by looking initially at the University of Massachusetts. Since the inauguration of that institution's current president, Robert Wood, few large universities can claim to have devoted as substantial an amount of time and resources to the development of a wide ranging program of student internship activity. This effort began when Wood, upon his appointment to the presidency of the institution, established a committee of distinguish citizens and academicians to develop a report upon the future of the University of Massachusetts. That report, completed in 1971, placed considerable emphasis upon the development of academic programs that involved internship activity and "experiential learning." Indeed not only did it call for the creation of one and two semester internship programs in established departments of the university, but in addition it proposed the initiation of a College of Community Services at the school's Boston Campus in which a very substantial portion of the curriculum would be built upon field experience. Subsequently such a college was established.

Another manner in which Wood's frequently stated commitment to internship activity has been manifested was through his appointment of an Advisor for Intern Programs in the Office of the President. One such Advisor was responsible for the preparation of an elaborate report on the present and future direction of internship activity at the University. This report considered in detail the role of internships in the institution's curriculum and made several recommendations with regard to the resource commitment that was necessary to make the proposed program a reality.

This institutional commitment to the increased use of internship activity within the academic curriculum of the university has been manifested in different ways at the two main campuses of the University of Massachusetts. Thus it is useful to examine independently the various programs that have emerged at these two campuses.

University of Massachusetts - Amherst

Although it is not necessarily an absolute prerequisite of a successful

internship program it is certainly of great help when interest in such activities is evidenced within the higher echelons of the administration of a campus. In this respect, the University of Massachusetts experience is highly illustrative. At the Amherst campus, the Office of the Provost had been particularly active in helping to shape a campus-wide commitment to the notion of internships as an intimate part of the ongoing academic program of the institution. Perhaps most important in this regard has been the availability of funds for the establishment of what is called the "Outreach program." This program, which operates with a full time administrative director and several part time assistants, serves as a central placement office for students from all departments who are seeking internship type activities.

During the 1973-74 academic year the Outreach Office was responsible for the placement of several hundred students in both part time and full semester public service internships. Students were placed in positions that had been developed by the Outreach Director as well as those that had been obtained as a result of requests initiated by agencies seeking student interns. These positions involved responsibilities ranging from the preparation of town histories for small communities, to clerical and scientific work in public health laboratories. (Examples of the numerous forms and letters used by the Outreach Office to develop intern opportunities and then facilitate the placement of students can be obtained from the Outreach Director.)

The Provost's office has further encouraged the development of internships within the regular academic departments through two additional commitments of university resources. It has specified that a small portion of that pool of faculty salary money that is made available for merit increases is to be tied to "service" activity, of which work with student internship programs is a very important element. In addition, the provost has also provided that a certain portion of the funds available for new faculty positions are to be used in assisting departments in the development of internship programs. Thus for example the Political Science Department has been able to obtain from the Office of the Provost, funds needed to hire part-time instructors to conduct seminars for students engaged in internships in Washington, D.C.

Equally important the Provost's Office has strongly supported certain curricular reform proposals that have been necessary in order to allow many of the individual departments to make wide spread use of internships. In fact, some members of the Political Science Department have indicated that the efforts by the Provost's Office have been the single most important factor in making that department's program a success. Most critical in this effort was the establishment of a special type of all-university academic credit for use with students who were participating in an internship. This is applicable toward meeting a student's credit requirement for graduation, but does not count in any specific academic department. Thus, the availability of this arrangement, known as U-Mass 200 credits, provides each department with a great deal of flexibility insofar as it allows a student to pursue academic credit for internships. A Department can for example do as the Political Science Department has done and work out a system by which a large part of the 15 semester hours of credit earned by students involved in full-time, semester long, internship while being applied towards graduation will not be counted as a part of the major. Thus, the problem of the student who fulfills half of the academic requirements for the major merely by taking

a one semester internship is avoided.

Most of the activity within the Political Science Department towards internships has involved a program that provides one group of twenty students each semester with opportunities to intern in Congressional Offices in Washington and another group of students with opportunities to intern in administrative offices in Washington. These internships, open to all students in the university involves in most instances a three semester commitment on behalf of the students who participate. This begins when, after having obtained approval from the member of the Political Science Department who coordinates the program, the student enrolls in a pre-internship course. For the student seeking to intern in a Congressional Office, this will typically be the department's Congressional Process course, a regularly scheduled undergraduate course that is open for normal undergraduate enrollment.

Having successfully completed the pre-course, the student will then spend the entire next semester in Washington working in a Congressional Office in a staff capacity. In return for this, the students who are not paid, receive a total of 15 credits for their semester's work. Nine credits will typically be of the U-Mass 200 variety. These are awarded on a pass-fail basis with the passing grade ultimately being based upon the faculty coordinator's assessment that the student has performed satisfactorily as an intern.

In addition to being enrolled for the nine credits of U-Mass 200, the student enrolls during the semester of the internship in two 3 credit courses that are also offered through the Department of Political Science. The first is a reading course coordinated by the program's faculty coordinator from the Amherst campus. In it, the student prepares for the faculty coordinator a weekly diary that both analyzes his or her personal experience as well as discusses the normal operations of the office in which they are working. This course is normally completed during the semester that follows the internship and the student is awarded a regular letter grade. The second of these three credit courses, for which the student also receives normal Political Science credit and a letter grade, is a Congressional Politics seminar taught in Washington during the intern semester by an adjunct faculty member hired on a part time basis. This seminar meets once a week and involves regular assigned readings as well as either a long paper or a series of shorter reports (as determined by the faculty member conducting the seminar). Faculty members hired to teach this Washington based course are either U-Mass Political Science staff who are on leave in Washington or alternatively, personnel in Washington who have both Ph. D's in Political Science and experience in the academic world.

The third and final semester of student involvement occurs during the semester that follows his or her return to Amherst. At that time the student is required to take what is characterized as a "post-course." Such a course might for example involve a seminar that has been organized specifically for returning interns and which examines in depth a particular area of public policy in which all or most of the students were involved. Alternatively, the "post-course" might be a regularly scheduled course that is taught by a member of the department and is consequently open to all students. If the latter is to be the case, then the determination of the specific "post-course" will be made by the student and the Amherst faculty coordinator, taking into account

both the available courses in the department as well as the particular experience of the student during the Washington internship semester.

It should be noted that the highly time consuming task of placing students in Congressional Offices is not handled by a member of the Political Science Department but rather by the Outreach Program's Director. This task has typically involved a considerable amount of time and energy, first in going door to door in Washington while seeking spots for intern placement, and then at Amherst, where extensive interviewing of each student, who is seeking to be admitted to an internship is conducted.

An additional important contribution to the program made by the Outreach Director has involved providing students with housing in Washington. For this purpose the Outreach Director has rented an apartment building in Washington. The university in turn rents apartments to the individual students participating in internships. Thus the university not only provides residence facilities for students at a reasonable cost, but also enables them to avoid the time consuming burden of finding acceptable short term living facilities.

No doubt in large part because of the many contributions made to the development of the program by the Outreach Director, it has been possible for the faculty member who served as coordinator of the Congressional Internships to do so while maintaining a normal departmental teaching load. The coordinator is however provided with certain kinds of administrative support from his department -- for example, secretarial assistance and funds to travel to Washington to observe the operation of the program at first hand. Nevertheless it is quite obvious that the development of this program has required an extraordinary time commitment from the political science faculty coordinator at the Amherst campus. Although it is not easy to calculate, there can be little doubt that carrying out these responsibilities (including not only advising and administrative duties, but also the grading of the intern's paper on their Washington assignment experience) while maintaining a regular departmental teaching load has placed a considerable burden upon this faculty member, in available time for other academic and scholarly duties. On the other hand, while again it is difficult to know with certainty, it does seem likely that this individual's role in the development and operation of this program was given serious consideration by his department when he was granted tenure.

University of Massachusetts - Boston

Internship activity at the U. Mass- Boston campus has taken two distinct forms. The first, as was earlier noted, involved the establishment of College of Public and Community Service in which a large portion of the student's required course work is expected to involve experiential education or directed field study (which frequently include internship activities). For the purposes of this report of more immediate relevance are the activities undertaken by the Department of Political Science. As of the fall of 1974, there were three distinct types of internship programs either underway or about to be initiated within the Department. The oldest program dates back to the mid-sixties and is jointly sponsored by the University and the State legislature. It enables four graduate students to spend a year working with state legislators as full-time administrative assistants. This program, like several others

around the country, was originally initiated by the Ford Foundation as a part of its efforts to aid in the process of upgrading the staffing and operations of state legislatures.

The student interns receive substantial stipends, presently $6,000, which is derived from the annual legislation appropriation of $35,000 for the program. The four student interns enroll in a graduate seminar in legislative politics at the University of Massachusetts. This course is normally taught by the director of the program -- a U. Mass. faculty member -- and the student receives three credits each semester. It involves a combination of examining scholarly material and meeting with outside visitors who possess practical experience in state legislative politics. This program is open to students from outside of the university and has apparently resulted in both providing new talent for subsequent legislative staffing as well as giving considerable practical experience to graduate students in political science who are seeking a respite from more traditional course work. Unfortunately this program, like its counterparts in Illinois, California, and New York, has only infrequently been used as a source of systematic research for dissertation or publication purposes.

A second internship program sponsored out of the Political Science Department at U-Mass Boston involves legislative internships for undergraduates. This program enables a number of junior and senior political science majors to work on a part-time basis with legislators for one semester. The student in the program registers for six credits and is expected to work from 10 to 30 hours a week with the legislature, while at the same time carrying an additional nine credits of regular academic work (thus the equivalent of a normal semester credit load). All students enrolled in this program are expected to prepare a paper based on their experiences with the legislature which is used to determine the grade that is awarded for the internship.

The last of the three internship programs operated in the U. Mass Boston Political Science Department is known as the Massachusetts General Court Fellowship Program and is just in the process of being initiated. It is a particularly interesting program in that is reverses the normal relationship of intern activity. This program is open each year to five state legislative staff members who are selected for it by a committee of faculty and legislators. The legislative staff members chosen to participate receive their full pay while working only half-time at their regular positions and simultaneously being registered in six credits of course work for each of two semesters at the U-Mass, Boston. Three of the six credits carried by these students each semester will involve a seminar on public policy and legislative politics in which all of the General Court fellows are to participate. In addition each fellow will also be enrolled in three credits of directed research each semester. This research is to be agreed upon with a particular faculty member and must be concerned with a specific policy area where the faculty member is expert and the fellow has a professional interest.

This program, which was primarily, initiated by a staff person with the legislature, appears to have great possibilities in bringing legislative staff and faculty members together in joint efforts. These efforts could serve to harness the energy and insights of each in dealing with important

policy problems (not to mention promoting increased understanding and utilization of the other by each of these parties participating in it). In establishing the program by statute, the legislature provided an appropriation of $10,000 each year which is used partially to support a faculty member's salary as well as to also provide partial secretarial aid and other assistance to the faculty member involved in its coordination.

With the establishment of this last program the Political Science department at the Boston Campus proceeded to hire one new full-time faculty member whose responsibilities include coordinating these three programs and teaching the public policy seminars that are taken by the interns. There is however some question among those involved whether this addition of departmental staff is adequate to meet the needs of these three programs.

University of Connecticut - Storrs

The University of Connecticut's main campus is located in a rural area, some thirty-five miles from the State Capital at Hartford, the nearest city of any size. As a result of a belief on the part of some faculty members that a means was needed by which students from the institution could become more intimately involved in gaining an understanding of contemporary urban problems, the University's Urban Semester in Hartford program was formed some eight years ago. This is a one semester program where students live in a ghetto area of Hartford (in apartments rented by the university) and work as volunteers or interns in community agencies for three and a half days of each week.

In addition to the direct intern experience for which the students receive nine credits, all participants in the program are also required to take two seminars, each worth three credits, that operate concurrently with the internship. One of these seminars involves the analysis of the various agency and program activities in which the students are engaged during the course of their internship experience, while the other is a regular academic seminar on some aspect of urban problems. All fifteen hours of academic credit (for which the student receives regular letter grades) is taken under a special inter-departmental course arrangement. Like the U-Mass system, the U. Conn arrangement provides that the student is awarded credits that count as elective, but not towards the fullfilling of any of the formally specified degree requirements, including the student's major.

Typically ten or fifteen students are selected from the twenty to twenty-five that normally apply for participation in this program each semester (the specific designation of either ten or alternatively fifteen students results from the fact that each of the apartments rented by the university for program participants provides space for five students). Interns are selected by a committee composed of a participating faculty member, an assistant dean of arts and sciences from the Storrs campus who in recent years has coordinated the program, and two students who are either then or have been participants in the Urban Semester Program. In virtually all instances, it is expected that students selected will have a minimum C+ average and be a junior during the semester that they intern. Beyond this, prior evidence of a student interest in urban affairs is assumed to be the crucial variable in the selecting of students.

The placement of the student interns with an organization or agency in the Hartford ghetto is for the most part the responsibility of a professor at the University's School of Social Work (which is located in Hartford) who has developed numerous contacts with the city's various social service agencies. This professor, (who is responsible for coordinating the Hartford activities of the urban semester students,) also conducts the seminar in which the student's intern experiences are considered and analyzed. A second regular faculty member either from the Social Work School, or from one of the urban related departments at the Storrs campus, teaches the other seminar for these students. Each of these two seminars is limited to students participating in the urban semester program and meet once a week at one of the apartments used by the interns.

The administration of the College of Arts and Sciences on the Storrs campus supports the Urban Semester Program in a number of ways. The student participants living in university apartments pay the normal room rental fee for a university dormitory room. The money raised in this fashion typically falls from a thousand, to fifteen hundred dollars short of the actual cost of the housing rented by the university. Consequently, Arts and Science College funds are used to make up this deficit. In addition, the faculty members who handle each of the two seminars are allowed to count their participation in these courses as a part of their normal departmental teaching loads. In turn, the Arts and Science College provides financial reimbursement to each of the departments involved for the cost of the time of the faculty members who are used in these seminars. Beyond this, the College also provides the funds necessary to employ a part-time clerical worker and a part-time graduate assistant to handle various administrative matters for the programs. Finally, the College also bears the cost of the time devoted by the assistant dean to the coordination and direction of the program. In sum, not counting the assistant dean's time, the College apparently commits about twelve to fourteen thousand dollars per year to this program.

Aside from some concern about the appropriateness of awarding fifteen credits of letter grade for internship activity, the main difficulty faced by the program is the lack of enthusiam by various departments at the Storrs campus for the program. Even though the departments are reimbursed for the salary of any participating faculty members, there is an apparent feeling that since the program is not a part of a department's regular curriculum, faculty members participating in it are neither serving the needs of their department, nor engaging in activity that is likely to advance their academic careers. Thus this program seems to represent a case of an internship activity that is sponsored and has substantial support from the institution's administrators, but as a consequence of its failure to be lodged in a particular department, is less successful than it might be, (particularly in terms of its academic components).

There are two other forms of internship activity that are to be found in operation on the Storrs campus of the university. Both of these involve summer internships, with one providing opportunities for undergraduates to work with members of Congress, and the other providing opportunities for graduate MPA students to work with state and local agencies. The program for undergraduates does not award course credit but does provide the participating student with a stipend of about $900 drawn from the University of Connecticut Foundation funds. As a consequence of this stipend and the experience,

student interest in the program is high and competition for participation in it is rather stiff, with an average of about ten students being selected from 150 applicants.

It is generally felt that the program is of great value to the student participants even in the absence of a specific academic component. The rationale for the institution's considerable commitment to the stipends is primarily a matter of public relations. The combination of the stipend and the experience enables the program to attract many of the university's top students, who in turn will, it is felt, help to foster a positive image of the institution in the minds of those with whom they come into contact. Moreover, the institution's administrators find the program useful in terms of maintaining informal contacts with the state's congressional representation. The administration of the program is carried out by an Assistant Dean of Liberal Arts (who, coincidentally, is a faculty member in Political Science). Over the years this individual has obtained a number of spots in the offices of members of Connecticut's congressional delegation where the student interns are placed each summer. Selection of students for the program is done by a committee of administrators and faculty with the students' general academic and leadership record taking priority over prior preparation or interest in political science. The chief cost to the university for the program, in addition to the student stipends mentioned above, is for the salary costs involved in the program administrator's activity. These costs are borne as a part of his regular administrative salary.

The third type of internship activity at the university involves those students who are participating in the Master of Public Affairs program that is operated within its Department of Political Science. One requirement of this two-year academic program is that all students seeking such a degree must undertake a minimum ten-week, full-time paid internship in an agency of state or local government in Connecticut. Students, who normally participate in the internship during the summer between the first and second year of the program, receive both six credits with a letter grade and a salary of approximately $100 a week, which is paid by the agency for which the student works. Those students interning during the summer, as most do, are required to participate in a seminar that meets seven or eight evenings during the course of the summer. The seminar serves as a vehicle by which the interning students may share their experiences and insights, while providing a forum in which the instructor may raise issues relevant to education in the public service (e.g., styles of administrative leadership, ethics and the public employee, etc.). At the conclusion of the seminar each student is required to turn in to the instructor twenty-five pages of policy or administrative analysis drawn from assignments that he or she received while interning.

The responsibilities for finding positions for the interning students, matching student and agency interests, and maintaining communication with the students' field supervisors rest with the coordinator of internships for the MPA program, who is also responsible for conducting the evening seminar attended by the interning students. During the first year of the MPA program, its director, who is also director of the university's Institute of Urban Research, did the placement and counseling of the interns (no accompanying seminar was offered), thus administrative costs were actually absorbed in the budget of the Institute of Urban Research. The next year, the MPA program had quadrupled in size and the coordination of the internships was turned

over to a member of the faculty of the Department of Political Science. The faculty member does not receive any reduction in teaching load or extra compensation, and thus there are now no direct costs which are borne by the department in supporting internships for the MPA program.

City University of New York,(CUNY) -- Seminar Internship Program

CUNY provides an example of what might be characterized as a federated or multi-campus internship program. It involves the activities of a faculty member at each of the CUNY campuses as well as two faculty members and two graduate students at the Hunter College campus where the program is coordinated on a system-wide basis. The program, which originated in 1968, requires student participants, many of whom are placed with agencies of New York City government, to work ten to twelve hours a week. Each City University campus offers independently an urban politics internship seminar taught by a faculty member of that campus' political science department for the student interns. Usually the course will meet once a week and enroll approximately fifteen students, all of whom are also working with agencies in which they have been placed by either the faculty member teaching the seminar or the program's central coordinator. Students in the course are responsible for readings in the urban politics field as well as a paper which incorporates knowledge gained from both the internship experience and from the seminar readings and discussion. The faculty member teaching the seminar is given credit for it as if it were a regular course in terms of computing teaching load.

The system-wide coordinator is a faculty member at the Hunter College campus who was involved in the program's initial establishment. Assisted by a second faculty member and two graduate students, he is in charge of setting up a program of major speakers for each month that is attended by all of the interns from the several CUNY campuses. The speakers on these programs are normally people who are prominently involved in New York City affairs. This central office also puts out a monthly newsletter that is received by each intern in the CUNY program, all participating academic and city personnel and other interested parties. It describes the experiences of various interns as well as discussing new developments in both the program and city government. The central coordinator also serves to provide some informal guidance and direction to the program as it functions on each campus by holding regular evening dinner meetings for the faculty members from the individual campuses.

The formal budgetary commitment of the CUNY system for the support of internships is, (other than the course credit as regards instructional load given to the teachers of the intern seminars at each individual campus,) limited to the funding of the two graduate assistants at Hunter College. This, however, is substantially augmented on an informal basis by the activities of the two faculty members at that campus. Moreover, since the central coordinator of the program has concurrently been the chairperson of the Political Science Department at the Hunter campus it is most likely that the University's support of internship activity is further realized through the availability of this individual's time and his access to such institutional resources as paper and postage.

The University of Wisconsin - LaCrosse

The University of Wisconsin at LaCrosse operates two different types of intern-

ship programs for undergraduate students -- a cooperative education internship in which students alternate between internship work activities and regular classroom activities from semester to semester; and a regular fifteen credit single semester internship experience. The cooperative education internship program (for which federal funding is available) is a program which requires that two students will essentially alternate over a period of two years in holding down a single position in an agency and a single spot at the university. The first semester, one student will be working in the agency position while the other student is enrolled in classes at the university. The following semester, the two students participating in the program will reverse their positions.

In such programs, the normal procedure is for public agencies (local, state or federal) to put aside certain jobs which they commit over a period of years to interns on this rotating basis. The student participating in this program receives both academic credit from the university as well as a stipend from the agency. Moreover, under such arrangements it is not unusual that upon graduation, the students who have been participating in this program ultimately go to work for the agency for whom they interned.

During internship semesters, the number of credits received by students in the cooperative education program will vary depending upon the type of program in which the student is involved and the time which is required to complete its classroom component. Those students involved in the one time only non-cooperative education internship, will register for twelve credits of Political Science 375, and three credits of Political Science 499 during the semester they are interning. Students enrolling in either of these internships are expected to have a C+ grade point average and have either completed, or alternatively sign a contract to subsequently complete, five additional courses in Political Science prior to their graduation.

Students in the single semester internships are expected to submit a weekly report on their activities as well as to prepare a term paper. The grade for the twelve credit PS 375 course, is based upon both the weekly reports and the term paper. The grade for the three credits of 499, "Readings in Political Science," is based entirely upon the term paper which is submitted by the student to the professor who coordinates the program. The grades which the students receive for the required term paper (and subsequently for their course grades) are in effect tied to a combination of both the quality and the quantity of written work. In order to be eligible to receive a grade of "A" the student must prepare a paper of a minimum of thirty pages in length which in addition must meet the instructor's standards for quality. To receive a grade of "B" the student must prepare a paper of a minimum of 20 pages and to receive a maximum grade of "C", a ten page paper (both of which must likewise meet the instructor's standards for quality) will suffice. The interns are encouraged to work with the coordinator of the program in the preparation of this term paper which is designed to link the student's job experience to the appropriate political science literature. In addition students who are interning in positions some distance away from the LaCrosse campus are directed to establish contact with a professor at the campus of a near-by university and request any needed assistance in the preparation of this term paper.

There are approximately fifty interns each semester in the two programs. In

the past these interns have been placed in city departments in Minneapolis, Minnesota, with federal health agencies, and in the offices of the Governor, Lt. Governor and Department of Local Affairs in Wisconsin state government. A seminar conducted by the coordinator of the internship program is offered to all student participants. It is of necessity, on an optional basis, since many of the interning students, are in positions which are located a considerable distance from the university campus in LaCrosse. Thus it is more or less impossible for students to be required to participate in this seminar.

Although this was not the case during the initial year of the LaCrosse internship program, present arrangements provide for the coordinator of that program, a tenured member of the Political Science Department faculty, to devote full time to administering it and providing the seminar that will be available for the interns. (Though, this is only speculation, it is not unlikely that a good portion of this individual's salary may be carried through funding made available by the Office of Education's Cooperative Education Program).

University of Wisconsin - Madison

The Political Science Department at the University of Wisconsin at Madison has made available internship activities in response to the lack of a formal internship program at the university. In 1971 students were provided with the opportunity to intern in the offices of state legislators for ten to twelve hours per week. The arrangement allowed students to obtain academic credit and a letter grade for Political Science 699 (directed readings), and an internship with the state legislature over one semester. The legislators, their staff assistants, and the students were instructed that interns were expected to divide their time equally between research activities and participation in the general activity of the legislator's office. A portion of the student's time was to be devoted towards research activities. It was expected that the student would produce a minimum of twenty pages of serious scholarly research on policy issues of direct concern to the legislator, and would also be of interest to the student. Originally this requirement called for a single paper, but at the urging of some legislative staff members, it was agreed that students could substitute either two or possibly even three shorter papers, which in total would amount to in excess of twenty pages.

It was indicated to both student and legislator that the other hand of the student's weekly time as an intern could be spent on such tasks as the stuffing of envelopes, clipping papers, and/or filing, a goodly portion of it was supposed to be put to use in ways that would enable students to more directly gain an understanding of legislative processes. Thus at least some portion of this time was to be devoted to dealing with constituent problems and/or attending hearings to gather data for the legislator and the like. For the most part these arrangements worked quite well, with the main problem being not that legislators abused the opportunity for student labor but rather that some legislators did not find enough work for the students. In these instances students were encouraged by the academic coordinator to use their time to attend sessions, watch legislative hearings and simply be available in the legislator's office in order to observe the ongoing routine of its operations.

Throughout the three years in which the program grew from one that originally enrolled five students per semester to one that enrolled twenty-five students, almost all activities were kept on an informal level. For example, very little effort was made to formally provide information about the program to either students or legislators. In the case of students, notices would be read at the outset of the semester in a few large undergraduate classes announcing that those interested in legislative internships should attend a noon time meeting with the coordinator of the program at which these opportunities would be discussed. These announcements combined with considerable word of mouth publicity among undergraduates always provided more applicants for internship than there were available spaces.

During the first year to place students, the coordinator of the program met with the minority and majority leaders of each of the two houses of the legislature and then at their recommendation contacted specific legislators to inquire as to whether they were interested in student interns. By the end of the second year, the program had gained enough acceptance that placement could be carried out by contacting legislators who had previously accepted interns and filling the requests of other legislators who had learned of the program by a word of mouth. This procedure was complicated by the fact that a conscious effort was always made by the coordinator of the program to distribute the interns more or less equally between each house and each party, as well as trying to match student and legislator interests as much as was possible.

Actually an effort had been made at the outset of the program to establish a more formal set of procedures for the selection and placement of student interns with legislators. Indeed discussions had occurred and a draft document developed that would have formalized the relationship between the university and the legislature insofar as this program was concerned. Such an arrangement never came to fruition. In large part it became clear that the legislative staff people, who were most interested in putting the program on a more formal basis, were also seeking a more substantial commitment of resources from the Political Science Department than the Department was then prepared to make available. This commitment, would for example have involved the running of several extended training sessions for the student interns, a larger commitment of time on the part of the student interns (and consequently the need to award more academic credit). Further, it would have required a more substantial commitment of faculty time toward the coordinating and supervising of intern activities for the faculty coordinator than was then realistic. As a result, these efforts to place this program on a more formal basis came to naught. The highly informal character that was to be the program's hallmark, developed in a sense, out of necessity.

SECTION III

PROBLEMS AND ISSUES IN THE ADMINISTRATION OF INTERNSHIP PROGRAMS

While it is obvious that interest in internships is currently great and that new programs are being initiated at institutions all across the country, even where they have become established parts of department curricula, policies, practices and ways of operation continue to vary widely (a point that has been illustrated by the preceding review). Nevertheless, despite the variation in program arrangements that one finds from school to school there is quite obviously a common core of problems and issues that are recurring in many of these efforts. As one might expect, while many of these problems and issues are universal in almost all intern activity, there are certainly no definitive answers to the various questions and concerns that will command the attention of anyone either seeking to set up or else administer an established internship program. The purpose of this section of this report is to review the most significant of these issues and problems and in so doing, to suggest some possible ways of dealing with them.

1. The Nature of the Internship Experience

There seems to be some uncertainty (and perhaps also a degree of controversy) over the basic question of what constitutes an internship experience. Robert Hirschfield and Norman Adler, in one of the handful of articles by political scientists about internships suggest that:

> . . . there has been a tendency to label as political internships all sorts of things that are nothing of the kind . . . . Summer work experiences in Washington, D.C., the make-work programs sponsored by cities and states, and other activities of this sort lend fuel to academic skepticism about the educational worth of internships . . . . All are virtually worthless as true learning experiences.[4]

In contrast to the types of programs that they criticize, Hirschfield and Adler approvingly cite the three criteria for internship programs that Bernard Hennessey has put forward in his monograph on the subject. These are that internship must involve:

> (1) a real work situation as distinguished from speculation or simulation; (2) the opportunity for the student to participate on the same basis as other workers; (3) the opportunity for the systematic and continuous examination of the experience in relation to generalizations of political science.[5]

While quite obviously there are benefits to be derived from having internships meet the three criteria suggested by Hennessey, it should be noted that in one respect the application of such standards are, if not counter-productive, perhaps a bit unrealistic. The fact of the matter is that in many, if not most instances, it is virtually impossible for interning students to "participate on the same basis as other workers" in a political body or governmental agency. Quite simply the typical intern has neither the know-

ledge nor the experience to do so, even if they were to have the opportunity -- an occurrence which in itself is at best most unlikely. This is a point that has some considerable significance both in academic and experiential terms.

There has been an unfortunate tendency among many of those involved in internships to concentrate most of their attention upon the professional rather than the academic character of internship activity. The result is that all too often proponents of internships in their enthusiasm for maximizing the job activity forget that the internship is fundamentally a learning experience for the student. Indeed the optimal learning situation may well be one in which students are in an agency where they are interning, but not really quite a part of it. Consequently, in most instances one would probably neither expect nor desire that the intern's position and responsibilities be the same as those of the full-time professional staff person.

One manifestation of the sometimes exaggerated set of expectations that faculty and students have for internship programs is the frequently voiced criticism, indeed scorn, for what in the quaint vernacular of many government offices has come to be characterized as "gopher" (go-for) work. While one cannot deny that it is far more exciting for an intern to participate in important staff work that might ultimately have significant policy consequences, it is by no means clear that, for the student engaged in what may be their first serious governmental or political experience, a heavy dose of the seemingly mundane -- filing clippings, stuffing envelopes, and even occasionally running errands -- is not only appropriate but, in the end, perhaps also rather useful.

Such an assessment is of course based upon certain key premises. The first and most important of these is the belief that participation in even the most routine and onerous of work in the office of a legislator or a department or agency provides the interning student with a unique opportunity to observe many of the processes of government. And in turn this alone will enable those students who keep their eyes and ears open to learn a great deal about such matters. (Needless to say, in order to maximize this likelihood, it is necessary that that portion of the internship experience under the direct control of the student's academic coordinator has been structured in an appropriate fashion -- more about this below.)

A second factor in this regard is the belief that in the end it is the individual intern, who will on the basis of his or her personal initiative and energy commitment, determine the success of the intern experience. There is the implicit presumption that in those occasional instances in which interns do actually assume the role of trusted staff aids, it is primarily as a consequence not of their having been thrust into that role, but rather of having taken personal initiative; and in so doing having proved themselves as deserving of such a role.

All of which is not to deny that it is useful for an internship supervisor to take care and, to the extent that it is possible, place students in situations that will allow them the maximum opportunity to participate in the activity of an office as if they were regular staff members. It is rather to suggest that the actual reality of the internship experience is such that participants in it will most assuredly have quite different levels of opportunity in the offices in which they will be placed. Certainly the environment of some offices is

likely to provide the intern with a greater number of opportunities for more interesting, indeed more exciting, experiences than will other offices. Nevertheless, for the student who possesses and exercises some degree of initiative, as well as a willingness to keep his or her eyes open, even the more limited options of the office that provides less than the optimal environment may serve as a source for a very valuable learning opportunity.

There are, it should quickly be noted, various ways by which the academic supervisor of a student's internship can seek to maximize the significance of the experience that the student will have as an intern. Obviously in dealing with the participating legislators and agency personnel, academic supervisors must emphasize the need to provide the student with real opportunities to get involved in serious matters of policy. Towards this end the academic supervisor should, when possible, work with the on the job supervisor to define the role and function of interns.

While it is sometimes an uncertain exercise, another means of trying to maximize the likelihood of the student's having a successful and interesting experience involves trying to match the interests, personalities, and policy orientations (especially the last) of interns with those of the supervising legislators and agency personnel. Past experience has certainly shown that similarities of interest, ideology, personality, and even in some cases sex, can be important factors in determining the success of internship activity. At the same time that one is doing this, one might also be acting to, in essence, prepare the student for the worst by suggesting that the intern experience will involve a good dose of rather menial work. Students frequently have unrealistic expectations about internships and it is probably a good idea to seek to lower their expectations a bit even under the best of circumstances.

An explanation, specifying at the outset, with both the student as well as agency or legislative supervisors of what their expectations of the program are, is of obvious importance. In so doing, one can hopefully resolve at that point such matters as what portion of a student's time might appropriately be available for use in so-called "gopher" work, and what part ought to be devoted to activity such as attending hearings, dealing with constituent affairs, policy research, and the like. One very useful means of dealing with this sort of problem is through the choice of specific academic requirements that must be met in order to obtain course credit for the internship program. Thus for example, if the faculty sponsor requires some form of policy research paper from program participants, and this is made known to both interns and agency or staff personnel at the outset, it will often force both the students and their supervisors to agree upon a significant research problem for interns to look at during their tenure.

2. Eligibility for Intern Participation

The question of who should be able to participate in internship opportunities, is one where there are hard and fast rules. Typically internship opportunities are few and the demand for them is often high. Consequently, supervisors of intern programs frequently resort to applying such traditional academic criteria as grade point averages and the number of years at the institution, as a means to determine who should be selected for available internship opportunities.

While this method serves to provide selection criteria that have a certain traditional academic legitimacy, it is not at all clear whether there is actually any relevance or validity for internship qualifications and purposes.

In fact, many individuals experienced in internship supervision (including the author of this report) have come to conclude that internship activity will frequently serve as an intellectual stimulant for students who have previously not been highly motivated, and thus the imposition of grade point requirements may actually be more counterproductive. Indeed, to impose them as the criteria for selection may deprive those students who could probably most benefit from an important opportunity to begin to relate academic experience to the real world, in a much more concrete and meaningful way than in the past. In this respect, the faculty coordinator of the University of Massachusetts Congressional Internship Program has reported in some detail the method by which the task of writing staff memoranda has literally forced students who began internships with limited writing skills, to become quite sophisticated in the preparation of serious research and analysis papers.

Another helpful means that can be used in the student selection process for internship programs is an oral interview. The major drawback of this is that interviewing thirty or forty applicants for internships for even a mere ten or fifteen minutes can be a tedious and time-consuming process for those involved. Nevertheless, even a fairly limited interview can be quite useful in getting some sense of the appropriateness of an internship experience for a particular student. Moveover, such an interview can be of considerable importance in obtaining the information that is needed for the placement of the student in an appropriate situation.

It is, however, by no means clear that assessment by an oral interview is all that much superior to the utilization of academic criteria in selecting students for internships. Quite obviously some students are more adept in an interview situation than others, and consequently they will make a more favorable initial impression than a less socially adept individual. And once again it may be the less skilled, less socially adept student who would benefit most from the intern experience. There is also an obvious problem where interviewers impose their own personal value bias upon the situation. My experience suggests that this is a danger that must be continually kept in mind, in that students who I would have predicted would not have gotten along well as interns have in fact done so, while others who I thought would be very successful have not always succeeded.

One alternative to these problems is to have the minimum possible selection criteria, and simply allow any student with, say, a C average to participate. Indeed for students who are juniors and seniors, this may well be the single best alternative. Nevertheless since there are normally very real limitations in the available number of internship opportunities, as well as the availability of faculty time for supervision, such an approach is usually not very feasible.

My experience with the Wisconsin legislative internship over three years led to an alternative strategy, that in a sense, involved all three of the techniques described above. At the outset of the program there were only a few spots available for interns, and thus grade point averages and class seniority, tempered by an impressionistic assessment on the basis of an

interview with each student, were all utilized in the selection process. The interviews were focused on the students's prior experiences and the reasons they were seeking to participate in an internship. Subsequently as more internship opportunities became available, process of student self-selection essentially evolved into practice. In this process, students initially were informed that grade point average and seniority would count significantly but that exceptions could and would be made. In the interview situation, students who were relatively low on GPA were questioned in some detail as to whether or not they felt that an internship was really a wise idea for them at that point in their academic programs. If the student continued to persist in expressing certainty that an internship would be good for them, and was at least a sophomore with C average, they were finally accepted and assigned to a legislator. In fact, as best as could be judged, this latter system worked as successfully as the system used at the outset of the program when fairly rigid grade point requirements were imposed and participation was limited to seniors and second-semester juniors.

3. Time Length and Amount of Academic Credit for Internships

There is in practice, considerable variation in the appropriate length of time for students to participate in internships, as well as the amount of academic credit that ought to be awarded for internship experience. In terms of time commitment, the time variation in internships seems to run from as little as ten hours a week for a period of several weeks, to what is essentially a full-time job for up to a year. In terms of credits awarded, one finds anywhere from no credits to thirty credits for internships that last an entire academic year (the latter is, for example, required of all institutions participating in the federally sponsored "Year for Action" internship program).

In determining just how much time should be required and how much credit awarded for participation in an internship, there are several factors that must be taken into consideration. When students are required to travel substantial distances from their home campus for an internship, a full-time arrangement (for whatever length of time is desired) seems to be the most feasible approach. Even here however, this is by no means a necessity. For example, the student who might travel to Washington, D.C., for an internship could certainly work out a program (approved beforehand by their academic advisor) to enroll in specified courses at one of the universities in the area.

Another factor in determining the time commitment involved in an internship must be the needs and preferences of the agency in which the student is placed. Discussions with staff from Congressional offices as well as state administrative agencies suggests that the idea of part-time student internships is not looked upon with favor by most. The feeling among these offices is that the time commitment required on their part in the training and preparing of the student is so great that if the internship is to be only part-time, the effort involved is too much for the return that is received. On the other hand, the response of state legislators to the Wisconsin Political Science Department program where students were expected to put in ten to twelve hours a week for a semester, was very good. Indeed, while there were a few complaints about the limited student time, most legislators seemed to be grateful for any kind of assistance that they received, regardless of how limited.

Another factor to be considered in a decision concerning the time and credits involved in any internship, is the academic expectations and the formal requirements of the department that is sponsoring the program. A situation where an internship amounts to one-third to one-half of the student's credit requirements for a major is probably neither academically nor intellectually satisfactory. As a general rule, it would seem that internship credits should not amount to more than one-fifth of the credit involved in a normal major. Quite clearly, a system of university-wide credits similar to the system at the Universities of Massachusetts and Connecticut is of great utility in the establishment and implementation of a full-time, semester-long internship program.

4. When To Be an Intern and Where

As is true with virtually all other aspects of internship activity, there is again little or no consensus with regard to such questions as what type or what level of governmental agency provides the best internship opportunities. Similarly, what year in a student's academic career provides the optimal time for an internship is another aspect which lacks consensus. Discussions with a wide variety of people involved in these activites suggests a wide range of viewpoints. To the extent that there is a general consensus on any of these issues, it is that the junior or senior year is the best time for the students to engage in an internship. (Nevertheless no one has really provided any convincing reasons why a sophomore doing reasonably well in his or her academic work should be excluded from such an opportunity.)

One line of discussion suggested by some of those interviewed was that the junior year was the optimal time for an internship because that avoided the possibility that the interning student might be caught up in the "senior slump." Actually one might use that very same point to argue that the senior year is the best time for an internship. If after all it is the senior who is most likely to be tired of traditional classroom activity, then perhaps it is to the advantage of these students to engage in the kind of change of pace that an internship provides. Further, one might argue that the more advanced the student, the more useful the opportunity will prove.

While it would be overstating the case to characterize it as a controversy, there is some disagreement among persons engaged in internship activity as to what level of government provides the best type of opportunities for student internships. Perhaps not unexpectedly, there appears to be some correlation between the type of program that an individual is associated with and their particular predilection as to what is the best level of government for an internship. Hitschfield and Adler for example, argue that the local level of government provides the most useful opportunities for intern experiences, while others who are not connected with local government programs suggest the contrary. I, in turn, would argue for the greater value of state government internships, based on a belief in the unique importance of this level of government and the high level of public ignorance and lack of interest.

It appears that a persuasive case can be made for any level of government in terms of its potential learning experience. Indeed whether an internship is to be at the local, state, national or international level, whether it involves working with agencies, legislators, political parties, in campaigns,

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or with a public service interest group, is a matter that should be determined primarily as a consequence of the availability of opportunities and student interests. What should be kept in mind is that each type of internship will offer different opportunities and have different limitations. Consequently, it is incumbent upon the faculty advisor to take this into account in structuring any accompanying seminar and academic requirements.

The optimal situation, (and one that is most certainly feasible at any middle to moderately large institution,) is the provision of opportunities for students to pursue the type of internship experience that most interests them. Given the wide variety of faculty interests that are to be found at most institutions, there should be little difficulty in finding either preparatory courses or academic staff with the knowledge necessary to supervise virtually any conceivable internship. The only real limiting factors on such programs is the extent to which faculty members are willing to get involved, the manner of restrictions that might be imposed by a school's academic and administrative regulations, and its reluctance to make faculty time available, or alternatively its failure to appropriately reward its use for such purposes.

In this respect it should also to be noted that the availability of programs such as the various state internship offices and the city urban corps actually provide feasibility for even the smallest of institutions to offer full-semester internships at both the state and local levels. This type of internship program would require no more commitment of faculty resources than is required for a directed reading course. Still, this presumes both a departmental and an institutional commitment to the full-semester internship opportunity as a valid part of the academic curriculum and a willingness to work with such agencies on these matters.

Before concluding this discussion of the type of internship, two additional points must be noted. First and most obvious, an institution should take advantage of both its strengths and its unique opportunities. Thus the university that has a state capital (or for that matter a large city) located in proximity to it should logically focus a substantial portion of its internship commitment in a direction to take advantage of this kind of "natural" resource. Second, to reiterate, it is quite likely that one could make a good argument, that in terms of American domestic political affairs, the state may well be the most important and significant level of government. Yet it is probably this level that has been most often ignored by scholars and citizens alike, (not to mention university students.) Thus it would seem that any institution that has a particularly good opportunity to become involved in state internship activity has, if not a civic obligation, at least some intellectual responsibility to do so. The reason for this is simply that state internship opportunity programs have proved to provide important vehicles where large numbers of students (who otherwise might not obtain any introduction to this very important area) can be brought into contact with governmental activity. Such contact will not only be of intellectual value to the students involved, but in the end, might also serve to be most valuable for the nation's political and social system.

5. Salaries, Internship Programs, and Student Financial Needs

A perennial difficulty for those involved in administering internships, especially

programs that require a semester of full-time work, is the question of adequate and equitable financial arrangements for the students participating in them. Frequently such problems are manifested in three different ways. In the first instance, the question arises as to whether internships should or should not involve stipends. Then there is the problem of the student who has the opportunity to earn money during the course of an internship while other interns do not. Finally there is the problem of the student who cannot afford to participate in an internship in the absence of a stipend.

In recent years there has come to be a growing belief among many intern program directors that students ought to receive salaries or stipends from the agency with which they are to be associated. The emergence of this notion has in large part been based upon the presumption that in the absence of a financial commitment from the agency, "there is," as one authority on internships has put it, "a strong likelihood the intern will not receive appropriate assignments."[6] Irrespective of the questions of what constitutes an appropriate intern assignment, the fact of the matter is that once again, there is a total absence of any systematic empirical evidence as to whether this is or is not the case. One might argue that this position represents another manifestation of the contemporary tendency to emphasize the importance of the job experience component of internship, at the cost of their academic aspects. The reason being, that when an agency pays a student intern, the agency is inclined (quite rightly) to assume that it has first call upon the student in terms of time and activities. And while such a situation may in fact result in an intern obtaining a more responsible or professionalized position within an organization, it may also produce very significant conflicts with the students' academic obligations. Students in such circumstances may well find themselves torn in terms of demands upon their time between those who pay the bill and those who must grade their efforts. This problem suggests that the availability of an agency funded stipend is a two edged sword, which can cut across both the advantages and the disadvantages of the overall program and its goals.

Perhaps the most difficult of the various problems involved in the general matter of financial arrangements and student internships, is the problem of the cost to the student in terms of income lost. The student engaged in a full-time internship, whether during the summer or during a regular semester, must forego most, if not all, opportunities to earn an income. An equally obvious point is that for some students, money earned during the summer and/or the regular semester is critical to their ability to continue in school. For that matter, even the part-time internship in which the student is expected to participate for ten to twelve hours a week has shown, at least according to the testimony of undergraduates at Madison, to impose serious limits upon one's ability to finance subsequent educational activity.

What this suggests, then, is that any commitment to a large-scale student internship program, especially one that involves full-time internships, should also involve at least some commitment of financial resources to be made available to students who would find it impossible to participate in such opportunities without financial assistance.

Quite obviously the source of such funds presents something of a problem. Foundation funds are now not very readily available for such purposes. While

federal funds are available for students at schools engaged in University Year for Action and Cooperative Education Internship programs, this does not help a student who is not attending a participating institution. One means of dealing with this problem is for students at institutions to work through state and local government agency intern programs. Most of these agency programs have federal funds to pay stipends to interns who can meet a need requirement similar to that for students who are aided under the federal work-study program.

In the case of the university engaged in administering its own program of internships, the two most likely sources of such money are the institution's regular program of financial assistance and the agencies of government participating in the intern program. For example, in this area Congressmen do have a limited amount of money available to pay student interns, and of course many agencies frequently have small amounts of contingency funds that might be used for this purpose. It might, for example, be possible in the course of establishing a Washington intern program, to persuade some of the Congressmen who would be taking interning students to make some funds available for those who can demonstrate serious need. The same kind of arrangements might be made with various administrative agencies with whom students would be placed.

It should be noted that in setting up internship programs, the recent pattern has clearly been to either have stipends for all students or for none. While such an arrangement has the virtue of consistency, (and in so doing no doubt enables supervisors to avoid dealing with certain kinds of difficult and perhaps not entirely pleasant situations), it is probably, in the end a counterproductive strategy. Requirements that all internships carry stipends invariably seem to either keep programs small, or alternatively limit them to graduate students whose skills are more readily marketable. On the other hand, a program with no stipends undoubtedly excludes some students from internships. Consequently, it would seem that the best approach is one in which at least some financial commitment is obtained either from the sponsoring institution or from a few of the agencies and individuals accepting interns. If the latter occurs then those placements that will provide stipends can be awarded on the basis of a need criterion.

Before turning from the subject of financial arrangements and internship programs, there is an additional aspect which deserves consideration. This concerns those situations in which the faculty sponsor of an internship program is approached by the student who claims that since their employment involved responsibilities, like those in which interns are engaged, they ought to receive academic credit for their work experience. In this respect such students will frequently point out that their responsibilities are at least as great as a student intern's; and that in most instances they are much more politically significant and policy relevant. Thus this argument will go, why should they not be able to receive academic credit while participating in their job.

There are several perspectives from which to view this argument. The first, and undoubtedly the simplest, would be to accept the position of the student; that he or she ought to be able to receive internship credit. This would of course be qualified by the provision that the student must meet any term paper or other academic requirements placed upon other interns. And of course

this same point would also hold true in terms of meeting any requirements that might exist with regard to "pre," "post," or "corollary" course requirements.

Another alternative is to flatly reject arrangements such as those proposed by these students as being incompatible with the academic character of an internship program. This position can be justified on two grounds; both of which may be considered at one and the same time, either logical or arbitary depending upon one's perspective. In the first place, there is the potential for a very serious conflict of interest in any situation in which a student is, on the one hand employed and expected to perform as an employee, while on the other hand earning academic credit for a particular position and consequently expected to put learning first. Indeed, the business of holding down a full-time staff position with a legislator or in an agency, by its nature frequently requires one to forego (by choice) many important opportunities to learn and analyze the processes, of which one is a part. The force of pressures to perform a prescribed but routine task generally preclude these opportunities.

A second point in this matter involves the purpose of the internship experience itself, and its relationship to a department's academic program. If the major purpose of an internship involves trying to educate students about the problems and processes of government and public policy, then quite obviously an internship is not going to perform that function for the person who is already (or about to be) employed by an agency or public official. The ability of this individual to obtain such a position demonstrates clearly that they are beyond the stage of needing to be introduced to the basic politics and policy-making processes of the government for whom they would be employed. Thus, to allow such a student to participate in an internship would be defeating the purpose of the program. It would, in a sense, be like allowing a graduate student to participate in, and receive credit for, taking an Introduction to American Politics course simply because they had never had such a course during their undergraduate education, and had not previously obtained such credit.

6. Supervision of the Internship Experience

The supervision of an internship experience is not quite as simple a task as it might seem at first to those who have not engaged in such activity. Nor perhaps is it quite as complicated a task as some individuals who have been involved would suggest. There is no question that the success of a student's experience as an intern will be dependent upon a combination of factors; some of which are controllable, others which are not. Certainly one which is among the most controllable, is the quality of supervision given to the student. As a result, it is important that serious thought and effort be devoted to this matter. There are several rules of thumb that ought to guide those who are engaged in the supervision of internships.

In considering the matter of intern supervision, it is useful to begin by noting that this involves, in most instances, a dual responsibility which is shared by the academic coordinator of the internship program and the individual student's on-the-job supervisor. In an effort to discuss the various issues involved in the supervision of internship activity, it is useful to consider independently the particular perspective of each of these two persons who will be dealing with the intern.

Faculty supervision of interns typically involves four general types of

activity: placement, orientation, academic direction and evaluation, and general student consultation. Each of these activities requires certain specific types of knowledge and skills on the part of the academic advisor. For placement, it is imperative that the faculty supervisor have some awareness of the nature of the individual agencies and the personnel to whom interns are to be assigned. It goes without saying that some officeholders and administrators are likely to provide the student intern with more attention and greater opportunities for learning than will others, and they should be sought out. It is most important that students should not be placed in offices where they will either be viewed with great suspicion or precluded from all but the most limited contact with, and involvement in, the ongoing operations.

There are two kinds or types or orientation that can be provided by the faculty supervisor for the intern -- one of which is an absolute necessity, the other of which is useful, but certainly not mandatory. The first involves the kind of orientation that might be characterized as alerting the intern to the "rules of the game." This includes such basic, indeed elementary, things as emphasizing to the students the need for absolute trustworthiness and, when appropriate, for maintaining confidentiality and discretion during their interning activity. In a similar manner, the academic supervisor must also be responsible for impressing upon the students the fact that their role as interns will be to observe and to learn. Above all, their role as interns is not, (unless they are encouraged to do otherwise by their on-the-job supervisors,) to direct anything. This means that the student must refrain from any temptation to try immediately to "straighten things out" either procedurally or policy-wise in the office to which he or she is assigned. At the same time that the academic advisor is impressing upon the student the importance of a discreet deference in demeanor, the intern must also be made aware of the importance of taking the initiative in seeking out learning experiences. The academic supervisor cannot emphasize too strongly to new interns that the single most important ingredient in a successful internship will be the extent to which they keep their eyes and ears open, and discreetly take the initiative in seeking opportunities to both learn and perform services for their on-the-job supervisor.

The other form of orientation activity in which the academic supervisor should participate involves aiding the students in learning about the situation where they will find themselves as interns. This involves at a minimum providing students with background information about the character of the agency, and perhaps the individuals with whom they will be working. It may also involve aiding the new interns in becoming aware of the extent and the type of resources that will be available to them in the course of their assigned office tasks. Finally it may involve helping the student to obtain a general knowledge and understanding of the total governmental and institutional environment where they will intern. This may mean for example, the organizing of orientation sessions with guest speakers for the interns, or perhaps even providing them with an informational tour of the agencies and offices where they will be working.

The functions of the campus supervisor of interns in providing academic direction of the intern program will be dealt with in the following section. Suffice it to say that the availability of accompanying seminars, exposure to resource persons, the provision of suggested or assigned reading, as well as general guidance and assistance in the preparation of any required papers,

is all involved here. The final function of the academic supervisor involves simply being available to the interns for any needed consultation and guidance. Some students will adapt to their new surroundings quite quickly and with a great deal of assurance, while other students will not. It is to this latter group of students that the academic supervisor must be available as a person to whom they can come seeking advice and assistance. Helpful guidance at such a time (and if necessary as an infrequently used last resort, a change of assignment) can make the difference between a successful and a non-successful internship.

Just as good academic supervision is a significant factor in the success of an internship program, so too is good on-the-job supervision. A staff person or politician who has a distrust of interns in particular, or students in general is not the person for such a task. Obviously, the desirable attributes of an on-the-job supervisor of interns include not only openness and willingness to spend time with students, but the capacity to know how to utilize interns effectively. This means providing them with work to do that is both serious and has educational value, not to mention encouraging their involvement in a variety of activities that are designed to provide the widest possible array of experiences. In essence, the on-the-job supervisor must function as a teacher of sorts, but in a different context.

One recent means of trying to formalize and institutionalize the relationship between an on-the-job supervisor and the intern is through the use of what has come to be known as "learning contracts." This involves the negotiation of a written agreement between the intern, the faculty supervisor, and the on-the-job supervisor for the general activities of the intern, the specific tasks they will be expected to perform, and the type of supervision that they will receive. While the use of such an arrangement may perhaps have a good deal of utility where the intern is going to be located a considerable distance away from, (or not in regular contact with,) his or her academic supervisor, it would seem to add an unneeded note of formality, not to mention a business-like quality, to the internship that under normal circumstances may actually detract from the academic quality of the experience. In actuality, this formality is wholly artificial, and in reality places no enforceable constraints upon anyone.

7. Classroom Activity, Academic Evaluation, and the Internship Experience

The type of classroom activity that one finds occurring in conjunction with internships is quite varied. It ranges from programs in which there are no classroom activities to a program such as that at the University of Massachusetts in which there are not only requirements for courses taken in conjunction with the internship, but also prior to and following the internship experience.

Probably the first and simplest issue involved in these matters is the corollary of classroom requirements: specifically whether there should be at a minimum, a seminar of some sort offered in conjunction with the student's actual internship experience. There is an almost universal tendency among academicians who have been involved in internship activity to describe glowingly the importance of such seminars as the means for bringing together "theory and practice." Since, however, it is not at all clear as to how and to what extent this phenomenon really does occur, a more realistic

assessment might well be that the provision of such seminars serves at the least to guarantee that some time will be set aside in which students and faculty member can jointly try to explore the on-the-job experience in conjunction with the appropriate scholarly literature as a means by which to integrate the various insights that can be drawn from both theory and practice. In addition, such seminars provide interns with a useful opportunity to get to know one another and, even more importantly, to share both their personal experiences and their insights about what they have observed as a consequence of their internship activity. The seminars also provide a means by which the academic advisor can maintain regular contact with the interns for whom he or she has responsibility. Such seminars also provide an obvious opportunity to bring in "guest speakers" as well as to introduce the student to relevant political science literature and government publications (reports of study commissions and the like.)

While I have not found an arrangement of this type in any of the programs at which I have looked, it would seem that such seminars could benefit from a system of team teaching in which the academic sponsor might share the lectern with a government practitioner. Such an arrangement, assuming that it involves a practitioner who is sensitive to the academic requirements of such a course, would not only be quite useful for the student (who would witness the interaction of academician and practitioner,) but might also be of very great value to each of the two individuals who would be team teaching such a course.

Seminars of this type can be structured in a variety of different ways, given the varying circumstances of the internships and the location of the students vis-a-vis their home campus. If the student interns are in or near the community where their campus is located, the classroom program can be structured in a typical academic manner, meeting if not every week at least every other week. In the case of students located some distance from home campus, one can either hire an outside faculty member on a part-time basis or else transport a faculty member from the home campus to the community where the interns are located. The latter could be done on a regular weekly seminar arrangement or on a more intensive and less frequent basis. For example, a faculty member might meet with a group of interns in Washington, D.C., once a month for a session to run for a full day (at which time reading assignments for the next session would be given.)

There is an evident consensus among those engaged in internship activity that an accompanying seminar is of considerable importance to the success of a program. There is, perhaps equally appropriately, no consensus regarding what the academic requirements of such a seminar should be. Many internship programs, especially those for undergraduates will require the student to maintain a weekly diary of their activities in the office to which they are assigned. Another variation on this same theme has the student intern doing a paper analyzing the operation of the office in which they have worked.

For the purposes of the University of Wisconsin -- Madison, the three credit legislative internship presents a different approach to the student paper. The assignment required the preparation by the student intern of a minimum of twenty pages of policy analysis, either in the form of a single paper or a number of shorter ones. There were several reasons for taking this approach towards the academic requirements of the program. First, such a requirement

forced the student to become involved in one, if not more areas of public policy issues. In so doing, it also served to give the students a legitimate reason for urging those with whom they were working to allow the students to become significantly involved in this type of activity. Moreover this type of research activity also served, where necessary, to introduce students to the character of substantive policy analysis. This in turn would frequently serve to open up for the student a whole new body of literature -- specifically statutes, governmental documents, committee reports, etc.

Another rationale for this type of requirement, (as opposed to a diary, office analysis, or even a case study of a particular political conflict), was the belief that policy analysis of this type would be of use to the legislator to whom the student was assigned. It was with this in mind that the initial requirement of a single paper of a minimum of twenty pages was over time modified to allow in its place two, and if necessary, three separate papers which in total came to a minimum of twenty pages. This occured when it was discovered that a number of legislators felt they neither needed nor desired t invest the time required to read a report of twenty pages in length. This change did not however affect the basic requirement that all such papers were to reflect serious research activity utilizing respectable sources (statutes, committee prints, state commission reports and the like) appropriately footnoted. Nor did it change the fact that the work turned in by the student continued to be critically evaluated in the quality of the analysis, with the grades received by the interns for this written work varying in line with the instructor assessment of that quality.

A final reason for the use of the policy research paper requirement in the Wisconsin program was the belief that such an assignment allowed the instructor to judge each student's work quite independently of his or her actual on-the-job intern experience. Thus in no way would a student's grade on their paper, and in turn for the course, be influenced by the fact that one individual was more fortunate than another in terms of the actual internship experience they received. Such an approach is a somewhat unorthodox, as much of the prevailing thought among intern sponsors, as well as interns themselves, has been concerned. A more orthodox line of reasoning would hold that in the awarding of the final grade for an internship experience, the student's performance within an office or agency should be taken into account. This, after all, is what remains unique and important about the internship experience, and consequently this is what the student should be evaluated upon.

Internships, I would argue, are first and foremost an academic experience and and consequently the student who participates in one ought to be held accountable in traditional academic terms for whatever academic reward is to be received. This is not of course to deny that the "experience" of interning may be of much more consequence to the student than, say, the preparation of twenty pages of policy research. It is rather to simply recognize first, that such benefits are highly personalized and consequently the reward is of necessity an internal one, and second, that we in academia have neither the capability to fairly and adequately assess such achievement, nor for that matter any consensus (among ourselves) as to the appropriateness of its applicability in a grading situation.

This in turn, is not to suggest that a student's performance as an intern

should be ignored and the assessment of the on-the-job supervisor not sought. Indeed, the academic supervisor should, to the extent that it is reasonably possible, consult extensively with the intern's on-the-job supervisor. Such consultation should involve, (but by no means be limited to,) the nature of the intern's tasks, and the enthusiam and success with which these tasks have been performed. In keeping with the philosophy suggested above these evaluations should, insofar as the awarding of a grade is concerned, be limited in their application to insuring that a minimum standard of student responsibility was maintained. Perhaps these guidelines should be applied only in those cases where a decision on a final course grade involves a borderline situation, particularly when, as is generally the case, it is to the benefit of the student.

Another aspect of the general question of what type of classroom activity would accompany an internship program involves the question of "pre," "concurrent," and/or "post" courses. The first and perhaps the most important issue in this regard is undoubtedly the question of whether a student should be allowed to undertake an internship independently of having met any other course requirements. One position was reflected in the University of Wisconsin -- Madison effort, for which there was no "pre," "concurrent," or "post" course requirement for students who wished to engage in internships. In contrast, the extreme opposite of such an approach is reflected by the University of Massachusetts system, where the student is required to take a "pre" course, another course concurrently with the internship, and then a "post" course.

Certainly an arrangement similar to the University of Massachusetts is not unreasonable within the context of the fifteen-credit internship experience. Nevertheless, one can also make the point that such a concentration of course work, all dealing with the Congress for example, may be a rather heavy dosage for the typical undergraduate student -- even one who will have spent an entire semester watching the Congress. In addition, this arrangement would seem to put a great deal of pressure upon a department, potentially unbalancing its undergraduate course offerings in American politics. One way to avoid such a problem would be to allow the student who has returned from the internship to enroll in a graduate-level course on Congress or public policy. Another might be to utilize the pre-course as a more general overview: the introduction to American government, or related fields, parties and interest groups, public policy, etc.

While the Massachusetts program may possibly demand too much corollary academic course work, at the same time one might make a convincing case that the Madison program may have erred in not requiring interns to be enrolled concurrently in courses that would have complemented the internship activity. It would seem that the best arrangement would have been for student interns with the legislature to have been concurrently enrolled in a junior-senior level state government or legislative politics course that was being offered as a part of the normal departmental course offerings. An alternative arrangement might have been for the student to have taken a state government and policy course prior to the internship and then if the internship occurred while the legislature was in session, to take either a legislative process or political parties course. Some arrangement which requires a related concurrent course would, it seems, optimize one's opportunity to effectively integrate the internship activity into the regular academic program.

Faculty Time Involvement and Departmental Recognition for Internship Activity

Certainly one of the more thorny problems in the administration of an internship program is the whole question of faculty time commitment and the kind of recognition that should be granted to faculty members for their participation as sponsors and advisors for internship programs. The coordination of an internship program by a faculty member is a very time-consuming process: the process of selecting students, placing them in internships, counseling them about their various concerns, conducting a seminar, and ultimately reading what are most often quite long papers, is,even in an internship program that inv only six to ten students, at least as time consuming and demanding of intense faculty involvement as the teaching of a normal lecture course. Unlike the typical lecture course where the addition of a few more students will place only a small additional demand upon the faculty member, the addition of even a few students to an internship program will increase the faculty time requirement considerably.

As we have seen in the preceding examination of intern programs under way at various institutions, different schools have dealt with this dilemma in different ways. In some cases the faculty member coordinating the internship program has been given credit for teaching a course, thereby reducing the normal course load that they would otherwise be expected to maintain. In other instances, while credit toward a reduced course load has not been granted to the faculty member, their role in the internship program has played a significant part in their tenure decision, thus in essence, amounting to a reduction in "research load." In one instance, the University of Massachusetts Boston program, a faculty member has been hired at the tenure level solely for the purpose of coordinating and directing internship seminars and other related activities. And in several instances, both academic and non-academic administrative personnel have been depended upon to bear much of the responsibility of running these programs.

One condition that each of these arrangements have in common is that they reflect a rather substantial commitment of resources and support to internship activities on the part of at least the department conducting the program, as well as, in some cases, high-level university administrators. Most assuredly this is a point that cannot be stressed too greatly. If faculty members are to be induced into actively participating in internship activity (and consequent providing the considerable efforts necessary to make such programs successful) there must be a recognition of their efforts at both the department level and above. It is quite difficult to escape the conclusion that the rapid growth and success of internship activity at the University of Massachusetts was related to the degree of commitment and leadership evidenced not only at the department level, but also in the offices of the provost and the president as well.

There are other methods which can be used to lessen the time commitment required of the faculty member who is involved in internship activity. Certainly one way to do this is to use either administrative personnel or graduate assistants in the administrative operation of intership programs. Such personnel, could for example, handle the time-consuming tasks of internship selection and placement. In pursuing these alternatives one must face the question of whether or not such an approach would at least to some degree, undercut the value of the program. In the selection of students for internships it would seem that there are at least two reasons why this should be handled directly by the faculty coordinator. First, not only is it useful to have the

judgement and experience of the faculty member involved in this process, but in addition, this serves as a means for faculty and student to get to know one another. This is useful for the faculty member in their subsequent ability to assist the student in the internship experience. Moreover, it should be noted that one of the most attractive aspects of internship activity for many students is the opportunity that it provides to get to know a faculty member on a more personal basis than the classroom may provide. To eliminate faculty involvement in the selection process would certainly lessen such opportunities.

Concerning placement, one might again make the argument that the faculty member's judgement is of considerable use in the sometimes difficult task of relating a student's interest to an internship opportunity, in a manner to produce a mutually satisfactory result. As it has been suggested in the introduction of this report, it does seem that the experience of having the faculty coordinator interacting with the various legislative and agency personnel is most useful. Indeed, the implications of such internship activity are potentially significant not only for the individual faculty member, but for his or her institution as well.

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SECTION IV

INTERNSHIPS AND THE POLITICAL SCIENCE CURRICULUM -- A MODEL PROGRAM

My purpose here is to discuss in a comparatively brief fashion, the role of internship within the total curriculum of a political science department. Having done this, I intend to then suggest some general outlines for the development of a model departmental program of internships. I shall not, however, present recommendations as to the detailed procedures that might be followed in the process of selecting, placing, and supervising students. For the reader who has reached this point, it is obvious that this is not because I do not have decided views about such matters. While not formally presented in this section there are nevertheless interspersed throughout the preceding discussion what are essentially a host of not so subtle hints about the manner in which internship activities might be carried out.

1. A General Proposal Regarding the Role of Internships in the Political Science Curriculum

The question of what ought to be the particular role and place of internships within the general framework of the political science curriculum is rarely, if ever, seriously addressed. This is unfortunate in that this is no doubt in part responsible for the fact that most political science departments tend to overlook the significant contributions that could be made to both undergraduate and graduate education in political science through the use of a "field experience" or internship requirement. Although there are certainly no hard and fast rules as to what makes for good undergraduate or graduate education in political science, most departments have in practice, agreed that there are certain kinds of core courses that should be required as a part of this educati Thus, they have established regulations regarding sub-field requirements as well as demanding that students take certain specific introductory and occasionally, specific advanced courses.

In light of the obvious student interest in internship experience, as well as its immediate relevance to the study of government and politics, there is it seems a strong case for the position that every undergraduate major in political science should be required to meet some minimum field experience requirement. For the most part, the several arguments on behalf of the notion of an internship (or a field experience requirement) as a required part of the undergraduate curriculum have been previously discussed. To briefly reiterate, such a requirement would bring the student into much more immediate contact with both the character of government operations and the nature of the politica process. In so doing, it would provide the student with personal experience that if nothing else, would at the least be useful in terms of highlighting issues and circumstances that had been or would subsequently be dealt with in the regular academic curriculum. In essence, the relationship of the internship to the political science curriculum would be analogous to that of laboratory experience in the sciences curriculum.

It is not unlikely that an internship experience would be of considerable use to many if not most undergraduates in terms of encouraging both future academic and intellectual interests, as well as in facilitating their subsequent effecti ness as citizens. Finally, the requirement of such an experience would have th

additional bonus value of being not only intellectually useful, but providing students with a type of experience that would be of help to them when they were to later seek employment.

An internship requirement could be met in either one of two ways. For most students this would occur through their participation in a regular internship experience. Alternatively, in certain special cases, it might be met through the preparation of a supervised field study of a particular political institution. A policy controversy study would require the student to both participate as an observor, as well as to interview those actually involved in the event. Students who sought to fulfill the field experience requirement in this matter , might for example, be required to enroll in a course that would meet for a certain number of sessions in order to provide the student with information that would be of assistance in undertaking the field observation and research. Thereafter, this course could consist of the faculty member working on an individual basis with the student who is involved in the preparation of the field study.

In considering the appropriate role of internship activity in the graduate curriculum in political science, it seems that it is useful to draw a distinction between those students who are working towards the Masters degree in Public Administration and/or Public Policy as a terminal degree in preparation for entering the public service, and those students who are working towards the Ph.D. degree. In the case of students preparing to go into the public service, the utility, indeed the considerable importance, of internship activity as a regular part of the curriculum seems self-evident. Obviously such experience helps to familiarize the student with the behavior and operations of governmental agencies. It is almost a prerequisite in terms of the expectations of, if not all, at least many potential employers. Whether accurately or not, more than a few public administrators feel that academic political science has little relationship to the "real world of politics and government." Consequently, (to again reiterate an earlier point) it does seem likely that students who do not have an internship experience may be at some disadvantage in competing on the job market with those students from MPA programs which do provide internship experiences.

Internships have, for the most part been assumed to be less relevant in the education of students going on for PH. D. degrees in Political Science, particularly for those who intend to engage in research and teaching activity. One notable exception is the occasional use of a Congressional Fellowship as a source of data for dissertations. Undoubtedly such experiences could be of considerable value to any student doing work in American political institutions, public administration and/or public policy. In fact, the utility of such an experience may well go beyond even these areas. One political scientist quite familiar with the descipline's history -- Dwight Waldo -- has speculated that some of the most significant post World War II developments in the transformation of the American political science, had their roots in the experiences which various polit'cal scientists (who had received their training in the thirties and early forties) obtained through direct war-time participation in government. To what extent this in fact was the case, is a question which cannot be finally answered here, or perhaps at all. Nevertheless the point still remains that practical experience in confronting and examining governmental institutions and their politics for one semester is not likely to do any harm to a student seeking

the Ph.D. degree. Moreover, such an experience might suggest both subjects and opportunities for research that would not otherwise be readily apparent.

In concluding this discussion of the use of internships in the political science curriculum, one might end by noting that internships could be structured into academic programs in a variety of ways which really haven't even been seriously considered up to this point. These are approaches which, in light of changing economic and social conditions, should be given some very serious consideration. One might consider the establishment of a five year program in which a student would obtain both a bachelors as well as a masters degree in public administration. Such an arrangement would have the advantage of requiring no greater time commitment than what is presently the most minimally demanding (at least in terms of credit requirements) MPA programs, while simultaneously opening up curricula options that would be even more extensive than what is provided by the most elaborate of present degree programs.

Such a program could provide the student with the opportunity for not only one, but perhaps two public service internships. Thus it might first involve the student in an internship with a local government and then with either the state or national governments. The first of these two internships might occur on a part-time basis during a semester in which the student was enrolled in regular courses. The second might involve participation by the student on a full time basis for either a summer or a semester. Such an arrangement would be of value in terms of not only giving the student diverse governmental experience, but it would also provide a unique opportunity to gain some understanding of the complexities of intergovernmental relations. This would be particularly valuable if some effort were made to coordinate the two internships, by having the student involved initially in an internship with perhaps a state or local highway agency, and then subsequently with the federal Department of Transportation.

2. Some Proposals For Developing a Model Program of Internships

If a political science department is to attempt to implement the general proposa suggested above, then it is of necessity, obligated to provide the kind of program that will make internship activity attractive and rewarding, both in terms of the nature of the experience itself, as well as the diversity of the opportunities that are provided to its students. It is with this thought as a preface that the following recommendations regarding the structure of a model internship program are put forward.

1. As a general rule all internship activity (and most assuredly that which is to be required of a student as part of a major) should be based in, and administered from, an academic department. There are some quite successful internship programs which have been administered either in total or primarily by a university-wide administrative arrangement. It seems likely that for a program to have the faculty input, with its consequent academic legitimacy, the prerequisite to success and acceptance within the university community, would be for the program to be operated as a part of a regular course offered within a department. This does not mean that the internships offered within a department should be limited to departmental majors. Certainly if internships are required of majors, they should be given first priority. Nevertheless, just as non-majors are given the opportunity to enroll in a department's

courses, so too should they have the opportunity to enroll in its internship activities.

2. Strong support of internship activity must be provided by both college and campus-wide administrative officials. This support should involve at least three specific actions to be undertaken by such administrative officials.

   a. Funds should be made available to individual departments to aid in providing the staff and the supporting services necessary to develop and maintain a successful program of internships. While normally, the costs involved in internships are not tremendous, they can be significant and if a program is to be successful, these costs cannot, in most cases, simply be piggy-backed on top of existing departmental budgets without some new provisions being made for them. Except in very rare occasions, (programs for minority students for example), money is not available from outside the university to make up these costs. With the exception of the federally sponsored University Year For Action and the Cooperative Education programs, (both of which may not be compatible with the purposes of many departmental programs), federal money is generally not available. Although ten years ago some foundation money was available for these purposes, internships have become more widely accepted, and this source of money is no longer as readily available.

   b. When necessary, administrative officials must be prepared to assist departments in bringing about the changes in university and college academic rules and regulations that are needed for the operation of a successful internship program. Foremost in this regard is the creation of administrative arrangements that enable students to obtain either inter- or non-departmental credit. These credits would not necessarily be counted as part of a particular department's credit offering in terms of calculating a major, but would be applicable to the students' credit requirement for graduation. In this sense, something on the order of the credit arrangement established at the University of Massachusetts is almost a virtual prerequisite to providing a department with the administrative flexibility. This in turn makes a large scale program of internships a realistic alternative.

   c. A campus-wide Chancellor or President's committee on internships should be organized. Such a committee would be charged with the task of considering the problems involved in the establishment of internships on the campus generally as well as working with both central and departmental administrative authorities in facilitating this task. Thus such a committee might deal with subjects ranging from the ways to go about encouraging departments to engage in internship activities, to how to provide administrative assistance for example, in dealing with the problem of housing students away from the campus community.

3. At the departmental level what might be characterized as a program of multiple internship options providing for both continuing structured intern programs and the pursuit of ad hoc intern opportunities should be developed. Such a program would provide various options for regularly

placing interns with governments close at hand. It should also be structured in a flexible manner; the student who was able to obtain a placement with a public interest consumer group or perhaps a political party could also hook into the on-going program of the department. It would seem that the particular nature of a department's continuing intern program offerings would vary, depending upon the location, strengths and purposes of the political science department involved. Thus for a large university located in proximity to a state capital, a program of continuing internship activity might look like the following:

a. The highest priority activity would involve the organization of a multiple option state government internship program for undergraduates. Such a program would provide the student with a minimum of two internship options -- the opportunity to participate in a single course credit internship program with either state agencies of the legislature, or alternatively a program that would involve a full semester package. All students participating in the latter internship experience would be required to meet at regular intervals with he program coordinator (in sessions which would also be made available to those students who are engaged in three credit state internship opportunities). These students would also be required to take at the same time, a three or four credit course on state government and politics, which would be offered as a part of the department's regular course offerings. In addition, those students participating in the three credit internship, depending upon the judgment of hte program's coordinator, must be either encouraged or alternatively required to also take this course.

   Credit for these internship activities as well as the others to be subsequently described, would be awarded under an inter-departmental course credit arrangement for internship programs such as that described above. If under these provisions, the student was allowed to take up to twelve such inter-departmental credits, he or she might also be given the option of taking two six credit internships sequentially during the course of two semesters. This arrangement might then allow the student to spend one semester in an executive agency and one with a legislator. In the case of the three credit program, a student probably should not be allowed to repeat it, but rather be given the option of later taking a six or nine credit internship (along with the required departmental course work).

b. The second priority might involve the establishment of two types of local government internship programs. The first of these would involve essentially a replication of the single course and full semester internship arrangements suggested for establishment at the state level, only in this instance, working with nearby local governments. The second local government internship option would involve establishing cooperative arrangements with the various internship programs sponsored by city governments in places like New York City, Atlanta, and Minneapolis. With the availability of the inter-departmental credit arrangement recommended above, these programs would provide good opportunities for students to obtain a one semester internship in these cities.

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c. The third priority item in the organization of the multiple option departmentally based program of internships might involve the establishment of a Washington semester program for approximately twenty students more or less modeled after the University of Massachusetts Congressional Internship program. Once this program has been put into operation, thought might then be given to the more complicated task of establishing a complementary program for students to intern with administrative agencies in Washington. There are a variety of administrative options that could be given consideration to facilitate the establishment of a Congressional program. Depending upon the extent of its own resources, a department might establish its own program, or alternatively contract with one of the several institutions and individuals in the Washington area available to assist in such efforts.

- All students enrolled in graduate MPA programs should be required to spend a minimum of a summer in an administrative agency as a prerequisite for their degree. In conjunction with this, efforts ought also to be made to set up a program on the order of the Massachusetts General Court Fellowship Program for both state and local staff personnel -- discussions with numerous individuals in city and state governments indicate that in most places there is likely to be substantial interest in establishing this type of program.

- In order to organize the kind of programs described here, a department, with the support of high level administrative personnel, must be prepared to commit the services of two to three faculty members. Administering the proposed undergraduate state and local internship activities and the teaching of the courses that are recommended in conjunction with the internship would require the services of one or two full time faculty members. The Washington internship program (unless it is contracted out, a course which does not seem very desireable for any but small schools) would require the equivalent of a half time teaching load on the part of a faculty member. Finally the combination of coordinating required internships for MPA's and administering a program similar to the Massachusetts General Court Fellowship Program would require the services of a full-time faculty member. This would include offering a two semester seminar on state politics and policy for interning students and fellows.

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FOOTNOTES

1. A recent study of MPA programs found that one-third of the schools sampled required internships while another third of the institutions provided opportunities for them as a part of the graduate curriculum on an optional basis. See James A. Medeiros, "The Professional Study of Public Administration", Public Administration Review, Vol. 34 (May/June 1974) pp. 254-259.

2. L.P. Cookingham, "Early City Management Internships" in Thomas P. Murphy, Government Management Internships and Executive Development (Lexington, Mass.: D.C. Heath, 1973), pp. 51-64.

3. The two noteable exceptions to this general state of affairs are to be found in the generally quite usefull monograph by Bernard Hennessy and the most specialized research of Ronald Hedland on the Congressional Fellowship Program. See, Bernard C. Hennessy, Political Internships: Theory, Practice, Evaluation, (University Park, Penn.: The Pennsylvania State University, 1970) and Ronald Hedland, "The Congressional Fellowship Program" in Murphy, op. cit.

4. The findings of Hennessy (op. cit.) suggest that this is the case.

5. Robert S. Hirschfield and Norman M. Adler, "Internship in Politics: The CUNY Experience" P.S., vol VI, no 1, (Winter, 1973) p. 14.

6. Ibid.

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